

**T H E P A R K
A N D
T H E P L A N**

C O N T I N U E D

G O A L S A N D P O L I C I E S

This chapter is organized around six mission goals for the park. Each goal addresses a broad subject for park management:

- resource protection
- research and information
- visitor access, use, and enjoyment
- education and interpretation
- management and operations
- external cooperation

OVERVIEW

Goals express the essence of the park's mission and articulate the ideals that the Boston Harbor Islands Partnership is striving to attain in perpetuity. While they are not quantifiable, they do provide the basis for quantifiable long-term goals that are developed in the park's five-year strategic plan. In short, the goals assert the ideals that the harbor islands are protected; that park visitors are satisfied and knowledgeable; and that the Partnership is effective. Following are six mission goals for the Boston Harbor Islands:

Resource Protection: *The Boston Harbor Islands as a whole, containing natural, geologic, cultural, and historic resources and associated values, are protected, preserved or restored, and managed within their broader marine and coastal ecosystem and their cultural context.*

Research and Information: *The Boston Harbor Islands Partnership contributes to knowledge about the island system; management decisions about natural, geologic, cultural, and historic resources and visitors are based on adequate scholarly and scientific information.*

Visitor Use, Access, and Enjoyment: *An expanded base of visitors enjoys and is satisfied with the facilities, services, commercial operations and recreational opportunities offered on the Boston Harbor Islands and at associated mainland sites. The attributes of these offerings include their availability, accessibility, diversity, quality, and safety.*

Education and Interpretation: *Park visitors and the general public understand and appreciate the resources and values of the island system, through the park themes: Islands on the Edge, Home in the Harbor, Portal to New England, and Renewal and Reconnection.*

Management and Operations: *Each member of the Boston Harbor Islands Partnership is committed to the*

funding, operation, and development of the park using best management practices, systems, and technologies to accomplish the park's mission.

External Cooperation: *Park management is coordinated by the Boston Harbor Islands Partnership in cooperation with Indian tribes and historical, business, cultural, civic, environmental, recreational, and tourism organizations. Cooperators and individuals support the park mission through contributions and creative initiatives.*

The federal enabling legislation for the park requires that the island system be administered in accordance with laws applicable to the national park system; the most important in providing general direction to managers are the provisions of the NPS Organic Act of 1916,¹ and the NPS General Authorities Act of 1970. The goals meet that requirement.

Each of the six mission goals is restated below in association with a context section that identifies critical issues for park management. The Partnership, the Advisory Council, park visitors, interested agencies and organizations, and the general public have identified and refined the issues addressed by this plan.

Policies to assist park managers in implementing this plan are presented after each goal. The policies provide direction for day-to-day management decisions. The guidance provided by policy is general in some cases and specific in others: It may prescribe the process by which decisions are made, how an action is to be accomplished, or the results to be achieved. Clearly stated parkwide policies ensure consistent management throughout the island system and meet the mandates of the federal enabling legislation.

Like policies for all national parks, policies for Boston Harbor Islands originate in law. Some applicable legislation is general, such as the National Park Service Organic Act. Other legislation is specific, like the 1996 enabling legislation for Boston Harbor Islands that contains particular policy mandates (see Establishment of the Park).

The following policies build on the park's legislated mandates and Park Service policy that applies to the national system. Other laws, regulations, and policies related to the administration of federal and state programs, although not cited in this plan, also apply. Where policies or guidelines have not been

developed, the law serves as the only direction. Boston Harbor Islands Partnership agencies are already managing the islands in a manner congruent with national policy in most instances. This is certainly true within Boston Harbor Islands State Park.

RESOURCE PROTECTION

CONTEXT

The broader ecosystem and cultural context of the islands includes both natural and cultural resource systems that extend inland to metropolitan Boston and eastern Massachusetts, and offshore into Massachusetts Bay, part of the Gulf of Maine. On many islands these cultural and natural resources converge, resulting in layers of ethnographic, archeological, and historic resources laid over the natural landscape, which poses questions about management emphasis.



Bumpkin Island

Ever since their formation by glacial activity about 14,000–18,000 years ago the islands have been and continue to be shaped by natural processes that extend well beyond present-day Boston Harbor.

Meteorological and coastal processes such as storms, tides, and winds rework the island landforms and bring airborne components. Plant and animal communities adapt to the environment and bring about their own changes to the system. Water flowing from the Boston Harbor watershed and the Gulf of Maine surrounds and influences the natural system.

The Boston Harbor Islands were shaped as well by human activities, such as dredging and filling, which continue to shape and reshape some of them. Non-native species have found their way to the islands as a result of human activity and compete with native species for survival. Settlement of the country by Europeans destroyed American Indian cultural systems. Other groups have traditionally been associated with the islands such as Portuguese, Irish, farmers, lighthouse keepers, and fishermen. Today, social

systems of urban Boston, the inner city, and surrounding harbor communities interact with the islands to varying degrees. Sites important to contemporary cultural groups are in large part unidentified and unprotected.

Remaining historic structures are in varying conditions; some, like Fort Andrews, stand vacant and are disintegrating, and others, like the older seawalls, are subject to loss as a result of natural processes. The decentralization of museum collections (i.e., artifacts from the islands held by various agencies) complicates the processes of inventory control and collection use and development. No guidelines have been defined for the scope of collections.

GOAL

The Boston Harbor Islands as a whole, containing natural, geologic, cultural, and historic resources and associated values, are protected, preserved, or restored, and managed within their broader marine and coastal ecosystem and their cultural context.

This goal encompasses the broad mandate of the NPS Organic Act and subsequent legislation “to conserve the scenery and the natural and historic objects and the wild life therein.” The broad ecosystem and cultural context includes both natural systems and cultural systems that extend beyond the park into the Boston metropolitan area and Massachusetts Bay. Cultural and historic resources include archeological sites, collections and archives, historic structures, cultural landscapes, and ethnographic resources. Natural and geologic resources include vegetative communities, animal populations and their habitats, island landforms, along with the surrounding air and water.

Actions that protect and preserve natural, geologic, cultural, and historic resources for current and future generations support this mission goal. For instance, historic structures are stabilized, rehabilitated,



Gull Nest, Gallop's Island

restored, or adaptively re-used; plant and animal communities are preserved or restored to a prior condition and protected from human manipulation, leaving natural processes to dominate. In some cases these biotic communities are managed to preserve vistas, retain cultural landscape characteristics, or to reflect the historic vegetative communities that once occupied the islands; or selected breeding habitat is protected from human disturbance.

POLICIES

General Natural Resource Management

The primary management objective for natural systems is the protection of natural resources and values for appropriate types of public enjoyment while ensuring their availability to future generations. These values include “naturalness,” which denotes minimal human influence. Natural resources are managed with a concern for fundamental physical and biological processes, as well as for individual species, features, and plant and animal communities. Natural change is recognized as an integral part of the functioning of natural systems, which include:

- physical resources such as plants, animals, water, air, soils, topographic features, geologic features, and natural soundscapes
- physical processes such as weather and shoreline migration
- biological processes such as photosynthesis, succession, and evolution
- highly valued associated characteristics such as scenic vistas

Management of natural systems is based on the park’s management areas (or geographic zones) as established in the general management plan and includes upland and intertidal areas. (The waters of Boston Harbor are not included within the park boundary.)

Restoration of Natural Systems

The Partnership may re-establish natural functions and processes following human disturbance. The Partnership restores the biological and physical components of natural systems as necessary.

Restoration efforts may include removal of exotic species, removal of contaminants and structures or facilities, or restoration of areas disturbed by park management or infrastructure development.

Biological Resource Management

Native Animals and Animal Populations

The Partnership seeks to perpetuate native animal life (mammals, birds, reptiles, fish, insects, worms,

crustaceans, etc.) as part of the natural ecosystems of the park. Management emphasis is on minimizing human impacts on native animals and the dynamics of natural animal populations. “Native animal life” is defined as all animal species that as a result of natural processes have occurred, now occur, or may occur in the future on lands within the park.

Native animal populations are protected against harvest, removal, destruction, harassment, or harm through human action. Individual animals within a population may be removed only when specifically permitted by state or local laws (see policy on fishing, hunting, and trapping), when a planning process has determined that removal or control will benefit park resources or enhance visitor safety, or when removal has been deemed necessary as part of an approved research project. Natural processes are relied on to control populations of native species to the greatest extent possible. Nonnative (exotic) species are managed to prevent their displacing of native species. Populations of migratory species and their habitats (such as neotropical migratory birds) are preserved, and the park cooperates with others whenever possible to accomplish this in areas outside the park.



Peddock's Island

Native Plant Life

The Partnership seeks to perpetuate native plant life (such as vascular plants, ferns, mosses, algae, fungi, bacteria) as part of natural ecosystems. Plants and plant communities may be manipulated only when necessary to achieve approved management objectives. Native species are restored in the park where it is determined suitable and feasible. To the maximum extent possible, plantings consist of species that are native to the park or that are historically appropriate for the period or event commemorated.

Genetic Resources

The Partnership strives to protect the full range of genetic types (genotypes) of native plant and animal

populations in the parks by perpetuating natural evolutionary processes and minimizing human interference with evolving genetic diversity.

Protected Species

In cooperation with appropriate state and federal agencies, the Partnership identifies and actively promotes the conservation of all federally listed threatened, endangered, or candidate species within park boundaries and their critical habitats. The Partnership also identifies and protects all state and locally listed threatened, endangered, rare, declining, sensitive, or candidate species that are present in the park, and their critical habitats.

Nonnative Plants and Animals

Nonnative plant and animal species may be removed wherever it is determined that their presence poses a threat to other park resources or to public health and safety. Control of pest species is accomplished using integrated pest management (IPM) procedures, a process that ensures the most effective, economical, and environmentally sensitive methods of control. (Under IPM, “pests” are regarded as organisms that interfere with the purposes or management objectives of the park or that jeopardize human health and safety. Depending on its activity, an organism can be a pest in one area but not at another site.)

Pest Management

Strategies for managing pest populations are influenced by whether the pest is an exotic or native species. Many fungi, insects, rodents, diseases, and other species that may be perceived as pests are native plants and animals existing under natural conditions as natural elements of the ecosystem. Integrated pest management (IPM) is the coordinated use of pest and environmental information with available pest control methods to prevent unacceptable levels of pest damage by the most economical means and with the least possible hazard to people, property, and the environment. IPM procedures are used by the Partnership to determine when to control pests and whether to use mechanical, physical, chemical, cultural, or biological means.

Fire Management

The Partnership takes measures to prevent human-caused wildfires and their potential adverse impacts on human life, facilities, or park cultural or natural resources. Methods to accomplish this are those minimally necessary, commensurate with effective control. Prescribed fires may be employed to

accomplish resource management objectives in accordance with implementation plans approved by the Partnership.

Water Resource Management

The Partnership seeks to perpetuate surface and ground waters as integral components of park aquatic and terrestrial ecosystems. Park waters—either surface waters or ground waters including fresh, estuarine, and marine waters—are withdrawn for consumptive use only where such withdrawal is absolutely necessary for the use and management of the park and when studies show that it does not significantly alter natural processes and ecosystems. The Partnership seeks to restore, maintain, or enhance the quality of all surface and ground waters within the park consistent with the Clean Water Act and other applicable federal, state, and local laws and regulations. Adequate sewage treatment and disposal is provided for all public use and administrative facilities. Human activities are managed to control erosion into surface waters. Fuel-burning watercraft and marina operations and other activities with high potential for water pollution are regulated and controlled as necessary. Toxic substances, such as pesticides, petroleum products, and heavy metals, are managed to minimize the risk of water contamination. The intensity of use may be regulated in certain areas and at certain times if water quality monitoring studies indicate overuse.



Peddock's Island

The Partnership will, in consultation with local conservation commissions, avoid the occupancy and modification of floodplains and wetlands whenever possible. Where no practicable alternatives exist, mitigating measures are implemented to minimize potential harm to life, property, and the natural values of these important resources. The Partnership inventories wetlands and those floodplains subject to or potentially subject to public use or development. Activities that involve the use of floodplains and

wetlands are identified, and implementation plans for their protection or restoration are prepared.

Since the park's boundary excludes harbor waters from the Partnership's jurisdiction, the Partnership cooperates with others holding responsibilities for protecting harbor waters.

Air Resource Management

The Partnership seeks to perpetuate the best possible air quality in the Boston Harbor Islands, assuming an aggressive role in promoting and pursuing measures to safeguard park resources from the adverse impacts of air pollution. Air quality-related values of the park are inventoried, monitored, and evaluated periodically to identify pollution sources and enable managers to take effective corrective measures in collaboration with other regional and national authorities.

Noise and Light Management

The Partnership, while recognizing that the park is located in an urban environment containing human-generated noise and light, discourages the production of excessive noise caused by mechanical or electronic devices and of artificial lighting not needed for security, safety, cultural resource requirements, or interpretation.

Natural lightscapes are natural resources that exist in the absence of human-caused light; they vary with geographic location and season. The Partnership protects natural darkness and other components of natural lightscapes, recognizing the roles that light and dark periods play in the natural resource process and the visitor experience.

The natural ambient soundscape is the aggregate of all natural sounds that occur, together with the physical capacity for transmitting sounds. Natural sounds occur within and beyond the range of sounds that humans can perceive and can be transmitted through air, water, or solid materials. The Partnership preserves the natural ambient sounds of the islands and restores degraded soundscapes to the natural ambient condition whenever practical.

Geologic Resource Management

The Partnership preserves and protects geologic resources as integral components of park natural systems. As used here, the term "geologic resources" includes both geologic features, such as drumlins, and geologic processes, such as shoreline development.

Shoreline Management

In areas of the park managed for natural resources emphasis, shoreline processes (erosion, deposition, dune formation, inlet formation, and shoreline

migration) that are not influenced by human actions are allowed to continue without abatement. Exceptions would be made in cases where a law requires control measures. In instances where human activities or structures have altered the nature or rate of shoreline processes, the Partnership will, in consultation with appropriate state and federal agencies, investigate ways to mitigate the effects of such activities or structures. The Partnership complies with provisions of state coastal zone management plans prepared under the Coastal Zone Management Act (16 USC 1451 et seq.). Where erosion control is required by law, or where present developments must be protected to achieve park management objectives, the Partnership employs the most sustainable, sensitive, and effective methods feasible.

Soil Resource Management

The Partnership actively seeks to understand and preserve the soil resources of the park and to prevent, to the extent possible, the unnatural erosion, physical removal, or contamination of the soil, or its contamination of other resources. Potential impacts on soil resources are routinely monitored, and management action is taken to mitigate adverse, potentially irreversible impacts caused by heavy visitor use.



Eroding Slope

General Cultural Resource Management

The Partnership protects cultural resources against theft, fire, vandalism, environmental impacts, and other threats, without compromising the integrity of the resources. With some differences by type, cultural resources are subject to several basic treatments, including, but not limited to, preservation in their existing states; rehabilitation to serve contemporary uses, consistent with their integrity; and restoration to

earlier appearances by the removal of later accretions and replacement of missing elements. (See Treatment of Historic Properties.) The preservation of cultural resources in their existing states always receives first consideration. Treatments, if applicable, are in compliance with the requirements of Section 106 of the National Historic Preservation Act.



Long Island Light

Treatment of Archeological Resources

Archeological resources are left undisturbed unless removal of artifacts or intervention is justified by protection, research, interpretive, or infrastructure requirements. They are preserved in a stable condition to prevent degradation and loss of research values or in-situ exhibit potential.



Lovell's Island

Underwater archeology

The Commonwealth of Massachusetts regulates underwater resources pursuant to M.G.L. Chapter 6, sections 179–180, and Chapter 91, section 63, to preserve and protect shipwreck sites for continued archaeological research and public enjoyment. A permit is required from the Board of Underwater

Archeological Resources for reconnaissance and excavation, regardless of whether it is an individual sport diver, commercial venture, or museum.

Treatment of Cultural Landscapes

The management of cultural landscapes recognizes and protects significant historic, archeological, ethnographic, and design values. All treatment decisions are based on a cultural landscape's significance, existing conditions, and use. Treatment decisions take into account both the natural and built features of the landscape, and the dynamics inherent in natural systems and continued human occupation.

Treatment of Ethnographic Resources

To appreciate the diverse heritages and resources related to the park, the Partnership identifies the present-day people whose cultural practices and identities were, and often still are, closely associated with the islands. In the context of collaborative research, cultural anthropologists document the meanings that groups assign to traditional natural and cultural resources and the landscapes they form. The Partnership maintains this information, as well as data on the traditional knowledge systems that affect resource uses.

Burial Sites and Cemeteries

As they are identified, historic and prehistoric burial areas—whether or not formally plotted and enclosed as cemeteries—are protected. They are not disturbed or archeologically investigated unless threatened with destruction by park infrastructure, operational activities, or natural forces. The Partnership consults with American Indians and other individuals and groups linked by ties of kinship or culture to ethnically identifiable human remains when such remains may be disturbed or are encountered on park lands. Detailed operating procedures for the Boston Harbor Islands are developed in consultation with American Indians, appropriate state agencies including the state historic preservation office, and professional archeologists.

Treatment of Historic Properties

Along with evaluating the significance of historic structures and landscapes, resource managers and planners determine the approach to the treatment of historic properties from one of the following standards established by the Secretary of the Interior.

- **preservation** focuses on the maintenance and repair of existing historic materials and retention of a property's form as it has evolved over time; this treatment includes “protection” and “stabilization”

- **rehabilitation** acknowledges the need to alter or add to a historic property to meet continuing or changing uses while retaining the property's historic character
- **restoration** depicts a property at a particular period of time in its history, while removing evidence of other periods
- **reconstruction** re-creates vanished or nonsurviving portions of a property for interpretive purposes

The factors that go into selecting a treatment are the property's historical significance, physical condition, proposed use, intended interpretation and feasibility.



George's Island

Use of Historic Structures

Because unused structures are susceptible to neglect and vandalism accelerating their deterioration, compatible uses for historic structures are found where appropriate. All uses of historic structures are subject to preservation and public safety requirements. No administrative or public use is permitted that would threaten the stability or character of a structure.

New Construction

In preference to new construction, every reasonable consideration is given to using historic structures for park purposes compatible with their preservation and public appreciation. New construction harmonizes with historic features in scale, texture, and continuity but does not imitate them (see Infrastructure Development Guidelines).

Museum Collections

Each Partnership member collects, protects, preserves, provides access to, and uses objects, specimens, and archival and manuscript collections. These are referred to collectively as "collections," or individually as "items." These collections are related to the disciplines of archeology, ethnography, history, biology, geology, and paleontology, and are used to aid understanding

among park visitors, and to advance knowledge in the humanities and sciences. As appropriate, the Partner agencies consult with culturally affiliated or traditionally associated groups before treating or reproducing items in museum collections. The National Park Service maintains a central museum collections database for the Partnership.

Carrying Capacity

Establishing, and then maintaining, appropriate types and levels of visitor use for the Boston Harbor Islands will help protect park resources and provide quality experiences for visitors. The question of how much public use is appropriate for a park area may be framed in terms of visitor "carrying capacity." Carrying capacity is defined as:

The type and level of visitor use that can be accommodated while sustaining the desired resource and social conditions that complement, and are compatible with, the purpose and significance of the park and its management objectives.

The National Park Service has developed a process known as "Visitor Experience and Resource Protection" to determine park carrying capacities. Carrying capacity is not simply a projection of the number of people that will visit an area. It is a prescription of desired ecological and social conditions.

Carrying capacities for the Boston Harbor Islands utilizes a scientific approach, such as the NPS Visitor Experience and Resource Protection process, to set levels of public use. Use levels are linked to the management areas in the general management plan, which describe, qualitatively, the desired resource conditions and visitor experiences by location. Monitoring the desired conditions takes the place of estimating the maximum number of users. This general management plan accomplishes the critical first steps in applying the NPS carrying capacity process to the islands (see Appendix 9). Through subsequent studies and plans, the Partnership first develops quantitative elements of the visitor experience and of resource protection. It then specifies standards which are measurable, and implements a monitoring and analysis program. Finally it takes corrective management actions when they are needed to maintain standards.

RESEARCH AND INFORMATION CONTEXT

Currently, most scientific, historical, and cultural research about the resources of the islands is initiated

by outside researchers based on their professional interest or the availability of funding. Research is carried out by a variety of institutions and agencies; coordination is done largely through channels typical of academic exchange of information. Repositories of information and research are scattered throughout the region, in the libraries and offices of the Partnership agencies and universities, and even in the National Archives in Washington, D.C. Uncataloged collections are not readily available for research, interpretation, and exhibit. Many collections are not easily accessible and require special permission for consultation and reproduction.

Demographic data about visitors and the transportation services that visitors use have been collected incidentally rather than by direction, and they have typically been analyzed to serve particular islands rather than the entire system. Scientific and scholarly knowledge is important in developing carrying capacities for the islands. Human impacts on erosion, for example, have not been systematically monitored or quantified. Information is needed about park-associated groups, such as contemporary Indians, descendents of Portuguese fishermen, immigrants, and culturally affiliated sites. Management of ethnographic resources is a major responsibility of the Partnership. In summary, extensive baseline data are needed on natural and cultural resources and visitor use of all the islands, and the islands as a system.



Intertidal Investigation, Lovell's Island

GOAL

The Boston Harbor Islands Partnership contributes to knowledge about the island system; management decisions about natural, geologic, cultural, and historic resources and visitors are based on adequate scholarly and scientific information.

The Partnership has fundamental needs for information in order to make decisions about

managing natural, geologic, cultural, and historic resources within the island system. The Partnership also strives to contribute to scholarly and scientific research. To meet this goal the Partnership must identify scholarly and scientific research that is needed and encourage its development. It also must consult with park-associated communities.

POLICIES

Studies and Collections

The Partnership conducts and facilitates natural, cultural, and social science studies. These studies support the park mission by providing a cumulative and constantly refined understanding of park resources, along with an understanding of park visitors, the non-visiting public, and human interactions with park resources. This approach provides a scholarly or scientific basis for planning, development, and management decisions. The data and information acquired through studies conducted in the park are made available broadly—to park managers, the preservation and scientific communities, and the public—except when information must be withheld to protect sensitive park resources, or where legal restrictions apply. The Partnership promotes relationships with individuals and organizations qualified to perform research, and encourages them to direct their research toward park goals and the broader contexts within which park resources exist. The Partnership encourages independent researchers to follow NPS standards. Permission for independent research that would allow the physical disturbance of cultural resources or provide for the collection of objects or specimens in parks, is granted only when there is compelling evidence that the proposed research is essential to significant research concerns and that the purpose of the research can be reasonably achieved only by using park resources.



Marine Researcher

Inventory and Monitoring of Natural Resources

The Boston Harbor Islands Partnership assembles baseline inventory data describing the natural resources under its stewardship and monitors those resources at regular intervals to detect or predict changes. The resulting information is analyzed to detect changes that may require intervention and to provide reference points for comparison with other, more altered environments. The Partnership also uses this information to maintain—and, where necessary, restore—the integrity of natural systems, and to protect the public, the park staff, and the park infrastructure.

Inventory and Evaluation of Cultural Resources

The Partnership identifies and evaluates the cultural resources of the park to complete the park's information base. The resulting inventories provide the data required for nomination of resources to the National Register of Historic Places; for general park planning and specific cultural resource management proposals; for land acquisition, development, interpretation, natural resource management, and maintenance activities; and for compliance with legal requirements.

Social Science Studies

The Partnership seeks greater understanding of park visitors and the non-visiting public, and their relations to park resources, through collaborative scholarly investigations. Social science surveys and research address the desire to expand the diversity of populations served by the Partnership.

Ethnography

The Partnership facilitates a program of professional cultural anthropological research, designed to provide management with information about relationships between park resources and associated groups. Research is undertaken in cooperation with associated groups. Collaborative, interdisciplinary research on contemporary cultural systems and the resources of park-associated groups involves the groups in the design and implementation of the research and the review of research findings to the fullest possible extent. The Partnership provides individuals or groups involved with, or directly affected by the research with copies or summaries of the reports, as appropriate.

Preservation of Data and Museum Collections, and Protection of Research Potential

The Partnership takes or allows no action that would reduce the research potential of cultural resources

without an appropriate level of research and documented data recovery. Because research involving physical intervention into cultural resources or removal of objects is a destructive process, research employs nondestructive methods to the maximum extent possible. All research data and objects collected become part of the park museum collection.

VISITOR ACCESS, USE, AND ENJOYMENT CONTEXT

Several government agencies and nonprofit organizations offer the public a range of passive recreational and educational activities on the Boston Harbor Islands. While the opportunities are varied, individual visitors may choose to participate in only a few of the many potential activities. Currently each manager determines the appropriate types of recreational and educational uses for the islands based on its respective organizational mission. Most island visitation occurs during the summer, with some notable exceptions of year-round use, such as at World's End and Thompson Island. Visitors by ferry go to George's Island where 80 percent remain rather than disperse to other islands, raising questions of overcrowding.



Environmental Teaching Vessel, Boston Harbor

The level of visitor use is regulated largely by the capacity and frequency of ferry and water shuttle service to the islands and individual island management decisions. The current water transportation system is operated under a state contract with no public subsidy, and financial feasibility issues are ever present in a system that aims to keep fares affordable for families and to provide frequent service. Private boaters, however, have few management restrictions on access to the islands.

With the desire to increase visitation to some islands, the potential for overcrowding and resource

degradation exists. Some islands are closed to recreational use because the managing agencies use them for other public purposes. Water-based recreation is currently incidental in managing the islands, but it may become a more important component of the islands' use.

Although The Trustees offer visitor access 365 days a year at World's End, mainland experiences for Boston Harbor Islands visitors exist primarily at seasonal visitor contact stations located at a kiosk on Long Wharf on the Boston waterfront and at the courthouse at Fan Pier. Park information is available at the Hingham and Lynn departure points. The current water transit system to the Boston Harbor Islands is confusing to visitors and inadequate for expected demand.

GOAL

An expanded base of visitors enjoys and is satisfied with the facilities, services, commercial operations and recreational opportunities offered on the Boston Harbor Islands and at associated mainland sites. The attributes of these offerings include their availability, accessibility, diversity, quality, and safety.



Button Island

The park offers visitors a retreat within an urban environment and provides opportunities for the public to participate in appropriate resource-based recreational activities that satisfy a range of interests and skill levels consistent with resource protection goals. Enjoyment of the islands and their resources is a fundamental part of the visitor experience. This mission goal is inclusive of the mandate in the NPS organic act "to provide for the enjoyment of the [resources] in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

Visitor enjoyment and safety are affected by the quality of park programs, facilities, and services,

whether provided by the Partnership, or others.

Availability of park facilities, services, and recreational opportunities refers to convenient locations and times of operation that fit visitors' schedule needs, particularly multiple-season transportation to the islands from a sufficient number of mainland locations. Accessibility includes affordability and convenience for diverse populations; for special populations it refers to their accommodation, where appropriate, when visiting park facilities or when participating in authorized recreational activities. Diversity of facilities and services refers to a range of appropriate educational and recreational opportunities at various levels of expertise and interest for park visitors. It should be recognized that many appropriate uses may be harmful to park resources. Uses in which mitigation measures (including closure) may be necessary are: entering historic structures, which accelerates degradation and loss of historic fabric; and developing visitor service facilities and access terminals, which degrades natural habitat. Quality of facilities and services includes well-presented, knowledge-based orientation, interpretation, and education.

One of the mandates of the park's enabling legislation [16 USC kkk(a)(3)] is to improve access to the Boston Harbor Islands using public water transportation. In developing policy to address this mandate, several assumptions were made about water transportation:

- that passenger ferry service will be expanded in phases over time
- that additional gateways and routes will be added when there is demonstrated demand
- that island docks, which are controlled by park managers, will be open for commercial ferries under regulation by the dock manager
- that passenger ferry service is intended to be self-sustaining over time



Kayaking, Hingham Bay

POLICIES

Visitor Access, Use, and Enjoyment in General

The Partnership seeks to preserve park resources ‘unimpaired,’ while providing for public enjoyment of those resources. Because public enjoyment cannot be sustained if park resources are damaged or compromised, resource protection must necessarily be the Partnership’s paramount responsibility. Within that constraint the Partnership encourages people to visit specific islands, and to pursue appropriate inspirational, educational, and recreational activities related to the resources found in these special environments. While not having jurisdiction over the waters of Boston Harbor, the Partnership cooperates with others to provide recreational experiences on the water sheet. The use of the park is essentially resource based, but nonconsumptive of resources.



Boston Light Tour, Little Brewster Island

Use Management

Visitors are given appropriate information to encourage safe and lawful use of the Boston Harbor Islands and to minimize any resulting adverse impacts on natural, geologic, cultural, and historic resources. The Partnership coordinates the management of visitor use and whenever necessary regulates the amount and kind, and the time and place, of visitor activities. Any restrictions on visitor use are based on a determination that such measures are consistent with the Boston Harbor Islands’ enabling legislation and are needed either to prevent derogation of the values and purposes for which it was established or to minimize visitor use conflicts. The park’s enabling legislation states that recreational uses shall be consistent with the general management plan. It also gives specific guidance on hunting and fishing (see below).

To the extent practicable, public use management is based on the results of scholarly research, studies, and other support data, including public surveys and resource monitoring programs as part of the “Visitor

Experience and Resource Protection,” carrying capacity process (see Carrying Capacity, page 35, and Appendix 9).

In summary, uses and activities in the park are consistent with applicable legislation, promote visitor enjoyment of park resources through a direct association or relation to those resources, are consistent with the protection of resources, and are compatible with other visitor uses.

Accessibility

The Partnership makes every reasonable effort to make the facilities, transportation systems, programs, and services of the Boston Harbor Islands usable by all people, including people with disabilities. Visitor and management facilities and transportation systems are made as physically accessible as practicable, depending on the nature of the area and of the facility, to persons with visual, hearing, mobility, and mental impairments. One primary tenet of disability requirements is that, to the highest degree feasible, persons with disabilities should be able to participate in the same programs and activities available to everyone else. Accessibility is provided consistent with preserving park resources and providing diverse, high-quality visitor experiences. The determination of what is reasonable is made only after careful consultation with disabled persons or their representatives.



Ferry to the Islands

Access and Circulation Systems

Consistent with preserving park resources and providing diverse, high-quality visitor experiences, the Partnership seeks to provide reasonable access to the park and to ensure that the means of circulation within and on the surrounding lands and waters foster convenient enjoyment of park resources.

Water transportation contributes to the overall visitor experience. The ferry trip is a pleasurable and educational experience introducing the visitor to the

harbor and to the islands. Water transportation service is comfortable, safe, and reliable, contributing to a quality visitor experience.

Visitor access is affordable. The cost of island access is affordable, taking into consideration the combined ferry, land transportation (transit and/or parking), and any additional fees.

Mainland docking facilities are reserved on a long-term basis. The ferry terminals have long-term arrangements so that docking facilities are available for authorized island ferry and water shuttle providers. This provides park visitors with assurance that terminals remain in the same locations over long periods of time.

Gateways endorsed by the Partnership meet certain standards. Mainland gateways to the park are, by definition, waterfront locations with docking facilities. They provide embarkation to the islands along with visitor orientation. Some gateway locations may be staffed and some may not be, and standards vary with the level of staffing. The following standards apply to all official gateways.

- Sited to maximize intermodal access: Mainland gateways should be located near public, multi modal transit systems including highways, bikeways, and ferries.
- Parking: Where feasible the gateways should also provide parking for island visitors.
- Piers: Mainland gateways should have a pier that accommodates regularly scheduled island transportation and meets other program requirements such as access for the disabled.
- Identity: A uniform park identity sign package should be located at each gateway. It includes “entrance” signs, highway directional signs, and interpretive panels.
- Visitor amenities: At a minimum, seating and a shade shelter should be present.



Pier for Water Shuttle

Staffed gateways bring additional requirements.

- Visitor contact station: A point of contact for potential visitors should be made available. This staffed facility could “piggy-back” on existing visitor facilities.
- Sales: Island-related retail sales areas should be present.

Dock facilities, ferries, and water shuttles meet performance standards set by the Partnership.

Dock facilities accommodate various sizes of vessels and provide safe access on and off the vessels. Performance criteria for ferry and water shuttle services address reliability of service and schedules, guidelines to ensure resource protection, vessel wake and wash limitations, public safety, and standards for serving visitors with disabilities.

Navigation Aids

Necessary water navigation aids are planned in collaboration with the U.S. Coast Guard, and are installed and used in conformance with Coast Guard standards.

Commercial Visitor Services

Collaboration with the private sector is a basic tenet of the Partnership’s management coordination of Boston Harbor Islands (see Economic Activity Guidelines). Members of the Partnership may permit commercial services that support the park mission and that provide appropriate recreational opportunities for visitors, contribute to visitor enjoyment of park resources, and support or achieve applicable management objectives. Commercial services on the islands are guided by a commercial services plan that the Partnership develops.

Collecting

Park resources are not to be collected without specific authorization. Permits from the park manager may be issued to groups engaged in field studies wishing to “capture and release” specimens related to their studies. Low-impact consumptive uses of park resources, such as berry-picking for personal use, may be allowed.

Fishing, Hunting, and Trapping

The Commonwealth of Massachusetts regulates hunting, fishing, and trapping throughout the state generally, and holds the responsibility for the management of fish and wildlife within the park specifically. The Partnership works with appropriate state authorities so that wildlife management within the park conforms with National Park Service policies and the management emphasis of the park general management plan.²

Visitor Safety

The Partnership and its concessioners, contractors, and cooperators seeks to provide a safe and healthful environment for all visitors and employees. The Partnership works cooperatively with federal, state, and local agencies, organizations, and individuals to carry out this responsibility.

User Fees and Affordability

The Partnership makes every reasonable effort to offer transportation systems, programs, facilities, and services that are affordable to a diverse range of visitors. Basic park services are available free of charge. Reasonable and equitable fees may be instituted for transportation to the islands and special services, offered parkwide or at specific locations in the park.

Special Events

Special events, such as sporting events, pageants, regattas, public spectator attractions, entertainment, ceremonies, and large encampments, may be authorized under permit by the Partnership members when there is a meaningful association between the park and the event, and the events do not damage resources. The Partnership does not permit the staging of special events that are conducted primarily for the material or financial benefit of participants, that involve commercialization or advertising by participants, or for which a separate public admission fee is to be charged, unless the event is directly related to the purposes for which the park was established.



Metropolitan District Commission Marching Band

EDUCATION AND INTERPRETATION CONTEXT

Understanding why the park exists and the significance of its resources grows from a visitor's enjoyable park experiences. Members of the Partnership, and many other entities, present general information and programs about the Boston Harbor

Islands. The state park runs programs on those islands that it operates that are open and staffed (five or six islands in recent years). Ferry trips to the islands usually include narration developed by the ferry operator rather than the park. Written materials that are available on ferries include primarily the overall park brochure and ferry and water shuttle schedules. Rangers and volunteers lead tours on some islands on a limited schedule, and many islands have self-guiding tour brochures. Several islands have wayside interpretive panels. Seasonal visitor contact stations now operate at Long Wharf, from which 80 percent of visitors depart, and at the U.S. Courthouse on Fan Pier. NPS, DEM, MDC, and Friends of the Boston Harbor Islands (volunteers) staff these sites. DEM and MDC also provide staffed visitor information near the ferry piers at Hewitt's Cove (Hingham) and on George's Island, respectively. Each island that is staffed for visitors has some wayside orientation near the ferry pier and personnel who greet visitors. Some use has been made of Internet web sites by most of the Partnership agencies, but there has been little coordination of message among them. An overall park web site came online in the spring of 1999.

Dozens of educational organizations operate programs in the harbor and on the islands, and dozens more include some aspect of the islands and harbor in curricula without providing on-site experiences. Multiple themes are emphasized, leading to a lack of clarity about what the islands represent thematically. One island, Thompson, is dedicated to education in its two main programs: Outward Bound for a variety of clientele, with special emphasis on urban youth, and a small middle school for both day and boarding students. Surrounding communities as a whole are lacking in general knowledge and awareness of the islands' cultural and natural history.



Children's Program, Bumpkin Island

The Boston Harbor Islands national park area has great potential for illustrating aspects of our history and culture and for bringing urban dwellers to a better understanding of and appreciation for natural and cultural history and resources. The opportunity for education in this new park is one of its touchstones.

GOAL

Park visitors and the general public understand and appreciate the resources and values of the island system, through the park themes: Islands on the Edge, Home in the Harbor, Portal to New England, and Renewal and Reconnection.

Understanding why the park exists and the significance of its resources grows from a visitor's enjoyable park experiences. Satisfactory visitor experiences build public support for the Boston Harbor Islands. On- and off-site information, orientation, interpretation, and education (such as written materials, signs, exhibits, multimedia presentations, personal services, and the Internet) support this mission goal, which helps visitors discover the most significant meanings in the park—the park themes—and helps them make connections between natural, geologic, cultural, and historic resources and intangible values that are attributable to the resources. Understandings gained help visitors become active stewards of the resources.



Investigating Island Wind Patterns

POLICIES

General

The purpose of the Partnership interpretation and education program is to provide memorable educational and recreational experiences, and to foster the development of a personal stewardship ethic. Partnership programs do this by forging a connection between the park resources, the visitor, the community, and park management. They are successful when they use the right combination of original objects and places, firsthand experience, and effective media. The

Partnership maintains the organizational capability to deliver high-quality interpretive services.

Interpretation

Interpretation in the national park system is an educational activity that aims to reveal meanings and relationships through the use of original objects, by firsthand experience, and by illustrative media. Interpretation interacts among the resource, the visitor, the community, and park management. The interpretive program is built around park-specific themes based on the park's legislative history, the park's resources, and the Partnership's management goals. The interpretive program seeks to provide each visitor an interpretive experience that is enjoyable and inspirational within the context of the park's tangible and intangible resource values. Interpretation also reaches out to park neighbors and community decision makers to stimulate discussions about the park and its values in a local and regional context. In addition, interpretive services help park employees better understand the park and its resources.

Quality interpretation is the shared responsibility of all levels of park staff and is achieved through research, planning, technical excellence in implementation, and constant reevaluation. Interpretive services and facilities are developed and operated in accordance with the park's enabling legislation, general management plan, interpretive themes, resource management plan, and other appropriate documents. Interpretation is based on research about the history, science, and condition of the resources, and on research about the needs, expectations, and behavior of visitors.

A balanced interpretive program addresses the following elements:

- Information and Orientation. Provide all park users with easy access to the information they need to have a safe and enjoyable park experience.
- Understanding and Appreciation. Provide visitors with a variety of services and information to foster a deeper appreciation and understanding of the resources and values of Boston Harbor Islands as well as of its regional context, and the larger state and national park systems.
- Protection. Provide visitors with a variety of opportunities to interact safely with and enjoy the resources of the park, while protecting those resources from overuse, unintentional damage, vandalism, and theft.

- **Participation and Skill Development.** Provide a variety of services and opportunities to aid and motivate visitors to develop park-oriented recreational skills when appropriate.
- **Dialogue.** Provide a means for the general public, park neighbors, and park managers to communicate their thoughts and desires to each other.
- **Education.** Provide interested users and educational groups with the information necessary to develop a thorough understanding of the park's resources, its regional context, the roles of the owners, and the entire national park system's significance and values.



Island Studies

Outreach, Environmental Education, Heritage Education Services

The Partnership encourages outreach services and employs them to disseminate park and resource information and interpretation beyond park boundaries, including members of the public who are unable to make on-site visits. Environmental education and heritage education services also encourage and provide information and assistance to local school students and teachers, organized groups, and educational institutions that wish to use park resources in their curricula. In all cases, the contents of special environmental education and heritage education programs should be relevant to the park resources.

Interpretation for Special Populations

The Partnership seeks to ensure, to the greatest extent possible, that interpretive programs provide equal opportunities to all visitors including the disabled, senior citizens, children, nontraditional park users, and international visitors.

MANAGEMENT AND OPERATIONS CONTEXT

The Boston Harbor Islands Partnership brings together formally a dozen government and private entities for a common purpose. Along with a commitment to the islands, each entity brings its

own culture, operating procedures, staff, and financial resources. Federal, state, and municipal jurisdictions overlap across the island system, and management actions have not yet become coordinated in a parkwide system. The enabling legislation created a new method for funding this unit of the national park system. The method assumes that existing owners of park property continue their management obligations and responsibilities and mandates that there is a limit on federal funds in the ratio of three-to-one nonfederal-to-federal dollars. The nonfederal share may be in the form of cash, services, or in-kind contributions.

The various planning, management, accounting, reporting, and resource information systems still operate more according to individual agency practices than according to Partnership practices. Memoranda of agreement between partner agencies do not exist to demonstrate binding commitments. Public financial reporting requirements are made more difficult by continuing independent agency practices.

GOAL

Each member of the Boston Harbor Islands Partnership is committed to the funding, operation, and development of the park using best management practices, systems, and technologies to accomplish the park's mission.

In order to succeed, the Partners must support system-wide initiatives, regardless of the jurisdiction within which the activity will take place. To be responsive, efficient, and accountable, the Partnership must integrate its planning, management, research, accounting, reporting, and other communications systems. Integrating these systems will provide better cross-communication during operations and help the Partnership develop required reporting. Actions pertaining to organizational responsiveness, efficiency, and accountability support this goal.



New Visitor Kiosk, Long Wharf

POLICIES

Partnership Management

The Boston Harbor Islands are owned by nine separate governmental or institutional landowners. Consistent with the enabling legislation (16 USC kkk), the park is managed in partnership in accordance with applicable state laws and federal laws applicable to the national park system. The Partnership approaches decision-making through discussion and cooperation among members. The Partnership is committed to an open and publicly accountable method of conducting its business.

Management Planning

The Partnership adopts the four park planning processes applied to all units of the national park system: general management planning, strategic planning, implementation planning, and park annual performance planning. General management planning is the first phase of tiered planning and decision making. It focuses on why the park was established and what resource conditions and visitor experiences should be achieved and maintained over the long term.

Strategic Plan

The park strategic plan builds on the general management plan—the park mission, goals, and management areas. This process analyzes the park’s capability to set and meet long-term goals in the foreseeable future through an assessment of its fiscal and human resources. This assessment also includes a description of the condition of the natural and cultural resources in the park and the capability of the park’s infrastructure to meet long-term goals. This document determines the park’s workload, budgets, and staffing allocations for up to a five-year period.

Implementation Plans

Implementation planning focuses on how to carry out a specific activity or project needed to achieve a long-term goal identified in the park strategic plan. The contents of implementation plans may vary widely, depending upon whether the plan is directing a specific project (e.g., reintroducing an extirpated species or developing a trail) or an ongoing activity (e.g., maintaining an historic structure or setting and maintaining a standard for a quality visitor experience). Implementation planning is generally deferred until it is clear that the activity or project is to be undertaken within two to five years. Deferring implementation planning helps ensure that decisions about how to best

achieve a certain goal are relevant, timely, and based on current data.

Evaluating Environmental Impacts

The park operates under many laws that require consultation and review by outside parties, notably the National Environmental Policy Act of 1969 (NEPA), the Massachusetts Environmental Policy Act, and Section 106 of the National Historic Preservation Act of 1966. In compliance with environmental laws, the Partnership ensures that the environmental costs and benefits of proposed management actions are fully and openly evaluated before actions are taken that may impact the human environment. Under the National Historic Preservation Act proposed actions are evaluated as to their potential effects. These evaluations include appropriate participation by the public; application of scholarly and technical information in the planning, evaluation, and decision-making processes; use of Partnership knowledge and expertise through interdisciplinary teams and processes; and aggressive incorporation of mitigation measures, pollution prevention techniques, and other principles of sustainable park management.

Financing

The Partnership presumes that new revenues will come from fund-raising, fee retention, and commercial sources, with the designation of the Island Alliance as the nonprofit organization that can provide a flexible mechanism for financial management of outside funds. The Boston Harbor Islands Partnership has voted on the following assumptions and principles for financing the park.

Assumptions

- Partnership members will continue their management obligations and ownership responsibilities and will continue to provide appropriate levels of support to their priorities and programs. They will not seek to offset base level support with new Partnership resources.
- A three-to-one, nonfederal-to-federal, match of funds will provide a guide for seeking appropriations to support the park, although the match is an accounting mechanism rather than a prescriptive funding mechanism.
- State legislation will be required to allow some of the following principles to be implemented.

Principles

- New funds will be sought through fundraising, fee retention, and revenue generation to support the

- mission and operation of the park, as allowed by law.
- Partnership members will support each other to obtain additional resources to fund new programs and meet infrastructure needs.
- The Island Alliance will be the preferred vehicle for revenue generation, expenditure, and financial management in support of the other Partnership members.
- Revenues collected by a Partnership member will be retained and reserved by that member to support the park, to the extent allowed by law.
- Revenues generated by programs and activities developed, designed and/or implemented by or for the Partnership will first be used to support costs associated with that program. Surplus revenues will then go to the park according to recommendations made by the Finance Committee, in consultation with the Planning and Operations committees, and approved by the Partnership.

Financial Accountability Guidelines

- Each member of the Partnership identifies a record keeper and participates regularly in the Partnership finance committee activities.
- Each member agency presents a five-year capital spending plan and a projected three-year operating budget to the Partnership.
- The finance committee will, consistent with the general management plan, create a priority list from combined capital projects and operational needs that are beyond member agencies' funding abilities.
- The finance committee strategizes with Partnership agencies and potential outside funding entities to obtain support for priority projects. Funds are expended on projects in the most efficient manner. Each member agency implements projects according to the procurement rules specific to its agency, in keeping with these guidelines.
- Beginning January 15, 1999, each member of the Partnership tracks related costs and report them quarterly to the finance committee.
- Each member agency continues to be its own office of record for all documentation of Boston Harbor Islands park expenditures, including timesheets, requisitions, purchase orders, contracts, and invoices.
- The Partnership follows the relevant regulations of the Office of Management and Budget, which cover cost and auditing principles for state, local, and Indian tribal governments and nonprofit organizations.

- The Partnership uses these guidelines for any cooperative agreements with the National Park Service.



Lobster Boat, Boston Harbor

Donations and Fund-raising

The Partnership recognizes that the park requires funds from private sources for park operations and capital improvements, and that the Island Alliance has been established to raise such funds. Fund-raising is carried out in support of the park's general management plan and strategic plan. The Partnership reviews and approves advertising, promotional, and marketing materials associated with corporate donations for appropriateness and accuracy.

Economic Activity

In financing a portion of the park with private funds, the Partnership recognizes the vital role of private enterprise. It supports existing economic activities within and immediately beyond the park by encouraging the continuation of contracted water transportation services, the development of park-related sales items at gateways, encouraging appropriate interpretive excursions and activities by the private sector, and other means. The Partnership also encourages the private sector to support the principles of resource stewardship and adherence to the principles contained in the general management plan.

Development

Park infrastructure is the only development envisioned for the Boston Harbor Islands national park area, and it should be consistent with at least one of the following purposes:

- to protect and preserve park resources
- to support park programs and education
- to provide visitor safety or amenities
- to accommodate an increasing number of visitors
- to generate revenue for park programs and operations

- to support park management and maintenance
- Projects costing more than \$500,000 will be reviewed by the NPS Development Advisory Board.



Spectacle Island Under Development

The following infrastructure development guidelines meld National Park Service policy with more specific guidance for the Boston Harbor Islands national park area. They guide all new construction in the park. “Infrastructure” includes structures, paving, program facilities, administrative facilities, utilities, etc.

Location

In general, new construction takes place in the park where infrastructure already exists or previously existed. Major facilities are placed only in appropriate management areas established by the general management plan and after consideration of carrying capacities.

Respect Scale of Individual Islands

Facilities are integrated into the park landscape and environs so as to cause minimum impact. Development does not compete with or dominate park features or seem out of scale with individual islands. A cohesive design theme reflects the purpose and character of the park as a whole. Standard designs and components may be used, but they are adapted as appropriate to the specific site and conditions as part of the design process.

Planning and Design

Planning and design of park infrastructure is accomplished by interdisciplinary, inter-agency teams constituted to meet the environmental, programmatic, and technical requirements of the project. Public input is sought at the earliest practical stage of planning and design.

Sustainability

Any development is programmatically and physically sustainable, with principles of conservation applied.

Life-Cycle Costs

All costs, including initial construction costs, ongoing maintenance costs, and operating costs, are considered in the planning, design, and construction of facilities.

Adaptive Use

Adaptive use of historic and nonhistoric buildings for uses such as visitor centers, hostels, and administrative offices is generally considered before new construction, assuming that an existing building can meet park objectives and its use is not an intrusion on significant natural or cultural resources. Use of historic buildings complies with all laws, regulations, and policies regarding the treatment and use of cultural properties.

Protection of Cultural Values

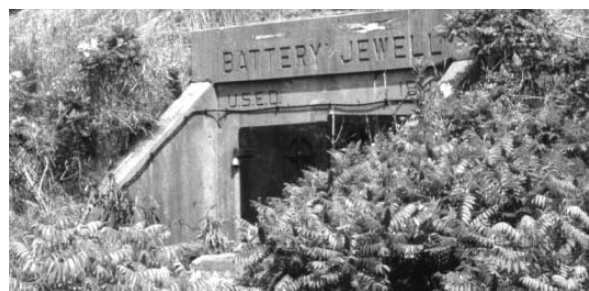
In areas of historic preservation emphasis, new visitor or administrative structures harmonize with the area and its cultural resources in proportion, color, and texture. No attempt is made to duplicate or mimic a historic design, nor is any modern construction to be portrayed to the public as historic.

Restoration

Natural, cultural, and historic features of the park are restored after research and planning have determined the appropriateness of restoration.

Accessibility for Disabled Persons

Visitor and management facilities and transportation systems are made as accessible as is practicable, depending on the nature of the area and of the facility, to persons with visual, hearing, mobility, and mental impairments. In meeting the goal of accessibility, emphasis is placed on ensuring that disabled persons are afforded experiences and opportunities with other visitors to the greatest extent practicable.



Battery Jewel, Outer Brewster Island

Utilities

Utilities are as unobtrusive as possible, with the least possible resource impact; municipal or other utility systems outside the park are used whenever

economically and environmentally practicable; where possible and authorized, the park participates in cost-sharing with municipalities and others in meeting new, expanded, or replacement park utility needs.

Sustainability

Boston Harbor Islands park operations, infrastructure, programs, and functions are models for the use of sustainable design, planning, construction, development, access, resource use, and maintenance. To achieve this, partnerships are formed that foster economically, environmentally, and socially compatible solutions.

Maintenance

The Partnership conducts a program of preventive and rehabilitative maintenance and preservation to protect the physical integrity of facilities so as to provide a safe, sanitary, and aesthetically pleasing environment for park visitors and employees and to preserve or maintain those facilities.

Signs



Signs are carefully planned and designed to fulfill their important role in conveying an appropriate park image and in providing information and orientation to visitors.

Grape Island

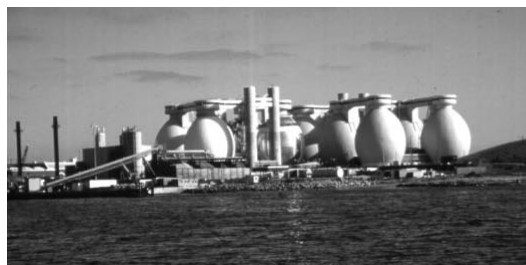
Solid Waste Management

The Partnership encourages environmentally sound solutions to solid waste management. All waste management decisions are based on a consideration of economics, proper use of resources (both personnel and physical), safety, effect on the total environment, and other factors of sound engineering and are in compliance with all federal, state, and local regulations regarding avoidance, amelioration, or elimination of environmental pollution.

Hazardous Materials and Toxic Waste

The Partnership makes efforts to avoid hazardous material incidents and to control or minimize them should they occur. Prevention includes acquisition of minimum quantities of hazardous materials; selection of the least toxic materials; implementation of safe use, storage,

and disposal practices; recycling of spent materials; and development of emergency response programs.



Digesters, Deer Island

Energy Management and Recycling

The Partnership conducts its activities in a manner that ensures that energy is used in a wise and economical manner and promotes the use of biodegradable materials, the reuse and recycling of materials, and other appropriate measures to minimize solid waste.

Public Health and Safety

The Partnership reduces the risk of illness and disease by protecting the health and well-being of park employees and visitors through the elimination or control of disease agents and modes of their transmission to humans.

Park Boundary and Land Protection

The Partnership uses all appropriate authorities to ensure that lands within park boundaries are protected.

EXTERNAL COOPERATION

CONTEXT

Two members of the Boston Harbor Partnership come from the Boston Harbor Islands Advisory Council, which was authorized by the park's enabling legislation to represent constituents of the island system. Another Partnership member, the Island Alliance, which has responsibility to generate private funds for the park, brings in representation from the private sector. A number of cities and towns surrounding the harbor, including Quincy, Hingham, Hull, Revere, and Winthrop, are listed in the legislation or have expressed interest in working with the harbor park. Tourism organizations, museums, cultural institutions, environmental groups, local governments, public schools, and more than 100 colleges and universities in the metropolitan area also possess skills and services to assist the Partnership.

GOAL

Park management is coordinated by the Boston Harbor Islands Partnership in cooperation with Indian tribes and historical, business, cultural, civic, environmental, recreational, and tourism organizations. Cooperators and individuals support the park mission through contributions and creative initiatives.

The Partnership pursues maximum public benefit through contracts, cooperative agreements, contributions of time and money, and other alternative approaches to support park operations. Actions that deal with park management and funding strategies carried out in cooperation with other government and nongovernment organizations and private donors support this goal.

POLICIES



Public Meeting, GMP Scoping

Consultation

In anticipating park actions, the Partnership consults, at the earliest practicable time, with federal agencies, state and local governments, potentially affected communities, Indian tribes, interest groups, and entities specified by law or regulation including, the state historic preservation officer and the Advisory Council on Historic Preservation.

Advisory Council

The Partnership consults regularly with the Boston Harbor Islands Advisory Council, and the Council is the primary mechanism used by the Partnership to consult with the public on matters of park planning and management, doing so through public meetings, workshops, and other general public forums. Notwithstanding the Council's role, the individual Partners also conduct public consultation independently on matters within their jurisdiction.

American Indians

The park's 1996 legislation highlights the importance of understanding the history of American Indian use and involvement with the Boston Harbor Islands and calls for protecting and preserving Native American burial grounds, particularly those connected with the King Philip's War. The law further provides a mechanism to consult with American Indians by requiring that the Advisory Council include representatives of organizations representing American Indian interests. In addition, numerous other federal and state laws establish policy regarding much broader and more comprehensive consultation with American Indians. Consistent with Department of the Interior and National Park Service policy, the Boston Harbor Islands Partnership consults regularly and actively with traditionally associated American Indian individuals or groups or tribes, which have cultural affiliation with the Boston Harbor Islands and King Philip's War, regarding park management including efforts to:

- conduct planning and prepare environmental assessments
- develop a park information base, recognizing the need to protect highly sensitive religious or cultural information
- manage natural, cultural, and historic resources, including archeological resources and museum collections
- prepare and deliver educational and interpretive programs
- develop park infrastructure

The National Park Service, as a member of the Partnership, carries out the responsibility of the United States to operate within a government-to-government relationship with the federally recognized tribes in relation to the Boston Harbor Islands.

¹ In 1916, Congress created the National Park Service in the Department of the Interior to “promote and regulate the use of the Federal areas known as national parks, monuments, and reservations by such means and measures as conform to the fundamental purpose of said parks, monuments, and reservations, which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations” (NPS Organic Act, 16 USC 1).

² Park Service regulations that prohibit the taking of wildlife, at 36 CFR Sec. 2.2. (g), are not applicable in this case because they apply only on lands and waters under concurrent or exclusive jurisdiction of the United States.